DOCUMENT RESUME

ED 120 964 EA 008 127

AUTHOR Mullen, David J.
TITLE Evaluation: A Win-Win Way Through MBO.
PUB DATE 76
NOTE 15p.
JOURNAL CIT The Georgia Principal; v12 n2 pp4-17 Win 1976

EDRS PRICE MF-$0.83 HC-$1.67 Plus Postage
DESCRIPTORS Educational Administration; *Educational Objectives; Elementary Secondary Education; *Employer Employee Relationship; *Evaluation; Evaluation Methods; *Management by Objectives; Management Systems; Objectives; Performance; Planning

ABSTRACT

Management by Objectives (MBO) can assist schools in clarifying the purposes of education. This management technique entails measuring demonstrable results to determine whether predetermined goals and objectives have been met. Evaluation under MBO need not put participants on the defensive; it does not necessitate a negative approach like management evaluation systems of the win-lose variety. Instead, it enables the superordinate to evaluate the subordinate in positive terms because the subordinate had a part in setting goals and objectives for himself. Management by Objectives should be implemented in a school system from the top down in order to ensure that everyone is equally involved. Key results areas, or areas of functional responsibility, must be determined. Participants must decide who is responsible to whom (span of control). Once key results areas and the span of control have been set, objectives and goals are defined. This document includes a plan for the implementation of MBO, as well as specific examples of objectives and evaluation methods. (DS)

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Evaluation: A win-win way through MBO

David J. Mullen
Professor of Education
Department of Educational Administration
University of Georgia

ED120964

In a business organization it is easier to be an effective manager than it is in an educational organization. The reason that this is so is that the purpose of a business organization is much clearer than are the purposes of a school. For example, the purpose of a shoe factory is perfectly clear and it is also clear how to determine whether or not the manager has efficiently and effectively accomplished that purpose. The primary purpose of a shoe factory is to make . . . . . no, not shoes, but money. The business manager can use the standard of money as a constant measure of his effectiveness.

What is the purpose of a school? Who should determine the school's purposes? Some research studies which I have been conducting in several different states seem to indicate that the people who own the schools; i.e., the people in the community, are almost always at variance with the teachers and administrators and sometimes even with the board of education concerning educational goal priorities. Interestingly enough, this same research usually reveals that there are great differences in community goal preferences from school to school, within a school system and perhaps even more importantly, there are differences in goal priorities at different school levels. I have been using the School Program Bonanza Game (Mullen & Mullen, 1974) which I developed to establish goal priorities for a school community.

But why is it important for schools to establish goal needs and priorities? This is important because until we have some standard to go up against in education like they do in industry, then there is no way, other than by chance, for educational managers to be effective. Effectiveness is concerned with goal achievement.

One of the techniques that is being used in education today to help school managers be more effective is management-by objectives (MBO). Like many of our educational practices, management-by-objectives had its origins in industrial management. Its basic concepts are traced to the writings of Peter Drucker and Douglas McGregor. It stresses the importance of objectives for the management of educational institutions.

Management-by-objectives is managing by demonstrable, measurable results toward predetermined goals and objectives. Ideally, each school with community involvements should set the overall goals and educational

*From The Georgia Principal; v12 n2 Winter 1976

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directions. These goals should consist of long range (15 years), intermediate (5 years) and short range (1 year). Both long range and short range goals should be reviewed annually. School objectives are measureable decisions which lead toward achieving goals. Central office and board of education goals should lead toward the setting of objectives which help schools accomplish their goals. At any rate, once the goals are established, whether from the central office or at the school level, the next step is the setting of objectives by the individuals in the school organization. Key result areas, or areas of functional responsibility, have to be determined in order for people in various school organization positions to set objectives. Once these key results have been decided upon, then another series of decisions relating to span of control; i.e., who, and how many are responsible to whom, need to be made.

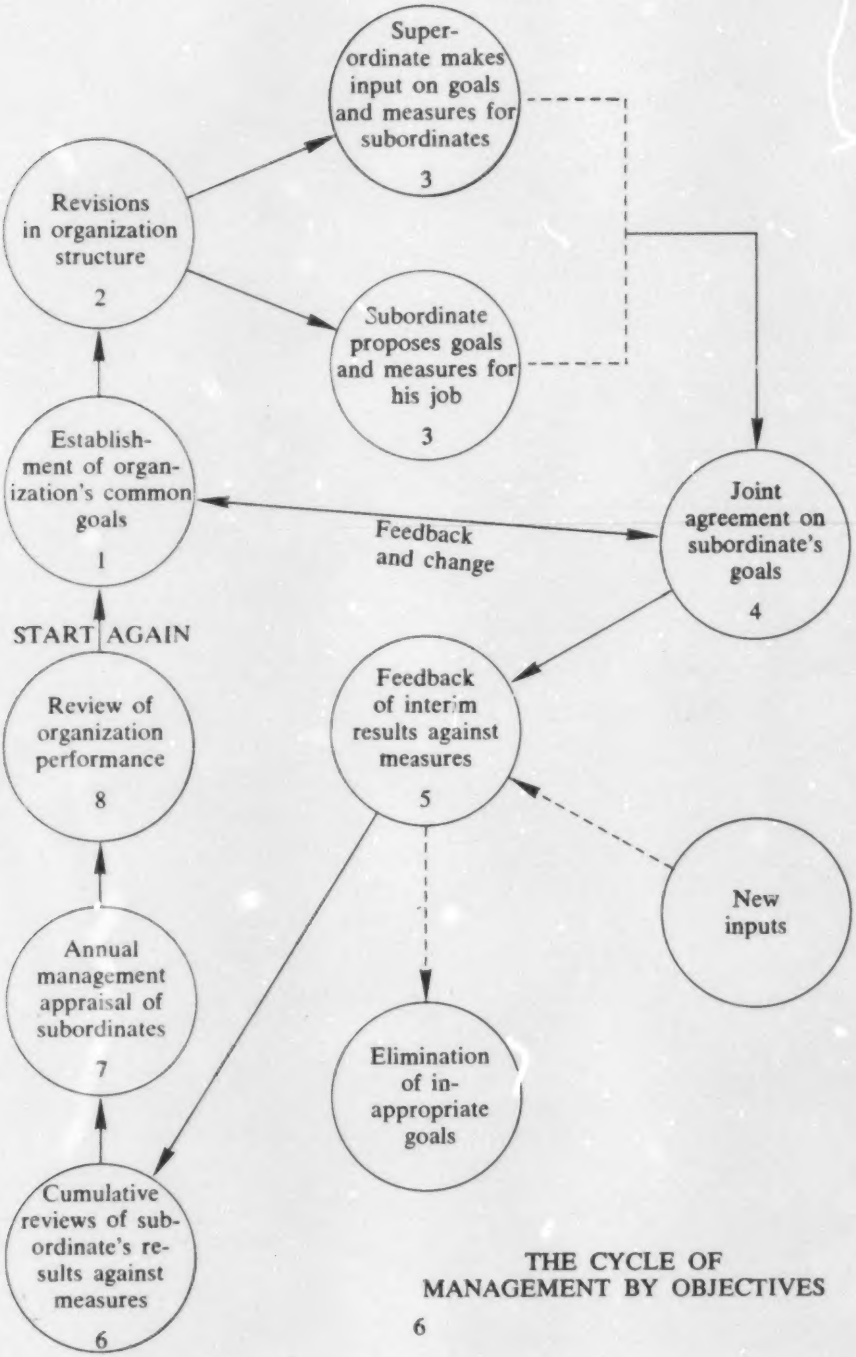
After goals are established, key result areas defined, and the span of control determined, then the superordinate and the subordinate jointly establish objectives in terms of measurable results which lead to the accomplishment of goals. The object is mutual agreement and not simply mutual understanding. The setting of organizational goals defines the parameters within which subordinates can then legitimately propose their own implementing objectives. Goals and objectives are to shape organizations, not organizations to shape goals and objectives. Possible changes in organization can lead to changes in individual areas of responsibility and authority and should be clarified before subordinates are asked to work out their recommended performance objectives.

Simply stated, management-by-objectives is a structured system of planning which forces people at every level to state objectives, justifications, implementation methods, and, review and appraisal measures so that performance can be evaluated and linked to the stated goals and purposes of the school system. The word "evaluated" evokes an emotional reaction in most people.

When the word evaluation is used, an involuntary reaction of defense is almost invariably brought forth. Defensive reactions take energy away from organizational tasks; they cause energy to be used for self protection. Most evaluation systems are of a win-lose variety and they drain off energy. Peter Drucker (1967, p. 99) in his book *The effective executive* offers executives a win-win challenge.

> The task of the executive is not to change human beings. Rather, as the Bible tells us in the parable of the Talents, the task is to multiply performance capacity of the whole by putting to use whatever aspiration there is in individuals.

All the evaluation systems in education with which I am familiar concentrate on finding weaknesses. They are win-lose systems. Even the graduate programs at colleges and universities try to find out what



THE CYCLE OF MANAGEMENT BY OBJECTIVES

the students do not know rather than build upon their strengths in a win-win way.

In offering a rationale for a win-win way of evaluating people in public schools, I again turn to Peter Drucker (1967, p. 85).

> For a superior to focus on weakness, as our appraisals require him to do, destroys the integrity of his relationship with his subordinates. The many executives who in effect sabotage the appraisals their policy manuals impose on them follow sound instinct. It is also perfectly understandable that they consider an appraisal interview that focuses on a search for faults, defects, and weaknesses distasteful. To discuss a man's defects when he comes in as a patient seeking help is the responsibility of the healer. But, as has been known since Hippocrates, this presupposes a professional and privileged relationship between healer and patient which is incompatible with the authority relationship between superior and subordinate. It is a relationship that makes continued working together almost impossible. That so few executives use the official appraisal is thus hardly surprising. It is the wrong tool, in the wrong situation, for the wrong purpose.
>
> All one can measure is performance. And all one should measure is performance. This is another reason for making jobs big and challenging. It is also a reason for thinking through the contribution a man should make to the results and the performance of his organization. For one can measure the performance of a man only against specific performance expectations.

Drucker (1954, chapters 11 & 12) in his book *The practice of management* referred to management-by-objectives as a philosophy of management. Drucker stated that MBO is soundly based on a concept of human behavior and human motivation. He believes that its success in improving organizational performance is due to its ability to convert organizational needs into personal goals. Both the organization and the individual come out as winners.

The diagram on page 6 is one way to work through the cycle of management-by-objectives in schools (Hostrop, 1973). Forms I, II, and III, (on pages 13, 14, 15) provide outlines for setting objectives, making progress reviews and making an annual review.

A Plan for Implementation

In this section a plan for implementing MBO in a school system is given.

The board of education conducts objective setting and review interviews with the superintendent.

Each central office person is interviewed by a line officer at the next highest level.

Central office line officers conduct these interviews with principals.

Each principal conducts objective setting and review interviews with the assistant principal(s), department heads, grade level leaders, or in small school situations, with teachers.

The department heads (team leaders or grade level leaders) are responsible for conducting these interviews with teachers.

The Identification of Key Result Areas

1.0 Key result areas are identified.

1.10 Key result areas for teachers:

1.11 Instruction (methods and materials),
1.12 Classroom organization and management,
1.13 Student interpersonal interactions (student to student and/or teacher to student)
1.14 Student progress evaluation,
1.15 School/community relations,
1.16 Professional growth (readings, courses, etc.) in content area.

1:20 Key result areas for school building administrators (principals and assistant principals):

1.21 School/community relations,
1.22 Curriculum/instruction,
1.23 Staff personnel,
1.24 Student personnel,
1.25 Support management,
1.26 School climate.

1:30 Key result areas for ..... (superintendent, central office personnel, etc):

1.31 .....,
1.32 .....,
1.33 .....,
1.34 .....,
1.35 .....,
1.36 .....

The Objective Setting Interviews

2.0 A total of *five* performance objectives from any *three* of the key result areas should be developed.

2.10 Objectves may be classified according to type.

2.11 *Routine objectives* get at more mechanical and routine aspects of key areas.

2.12 *Problem solving objectives* focus on problems that are recurring and of sufficient seriousness to have an adverse effect on the efficient and effective performance of responsibilities.

2.13 *Creative objectives* create better ways of doing existing tasks or achieve breakthroughs by inventing new systems, methods, etc. (A high rate of failure can be expected with these types of objectives.)

2.14 *Personal development objectives* make it possible for the individual to perform his/her job better.

2.20 Objectives should state *what* to achieve *not* how to achieve.

2.21 The most important characteristic of a useful objective is that it identifies the kind of outcome which will be accepted as evidence that the objective has been achieved.

2.30 Objectives should be such that whatever constraints are potentially operating, they are able to be controlled or managed by the person responsible for achieving results.

2.40 Objectives should be worthy of the time and effort it requires to accomplish them.

2.50 Objectives should be related to the needs of the school and the school system (justification).

EXAMPLE: *Teacher Objective*

Area - Evaluating Student Progress
Type - Creative
Every other reporting period this year I will use my tests in mathematics for my second period section as a study and teaching guide to determine if the students whose grades are at the bottom 20% of the class at the end of the first reporting period improve their grades during the reporting periods when I do not use the tests as a teaching and study guide.

Justification - A school system and school goal is to raise the achievement level of all students in the basic study areas. I know that the best and average students in my classes will achieve at about the same level no matter what I do, so I am attempting to improve the achievement of the poorest students by changing my testing practices.

2.60 Action plans should be developed for each objective.

2.61 Divide the necessary tasks and activities into steps.

2.62 Estimate the time required to perform each step and assign a specific date for its completion.

2.63 Decide who is to be responsible for carrying out each step.

2.64 Determine the resources needed, if any.

EXAMPLE: *Action Plan for Teacher Objective in the Area of Evaluating Student Progress*

Steps and dates to be completed:

1. I will teach and test according to my usual pattern during the first reporting period.
2. By the beginning of the second report period, I will have identified 20% of the students who received the lowest average grade percentages for the first reporting period.
3. By the beginning of the second reporting period, I will have the first test that I would have ordinarily given during this period and I will distribute it to the students on the first day. I will tell them that the first test which will be given on ..... will be exactly like this one; only the computations will be changed. I will also tell the students that I will teach for the test and this procedure will be reported for each test this reporting period.
4. During the third and final reporting period, I will resume my usual teaching and testing style.

Resources needed:

I will need support from the principal in case other teachers, students, parents or others view my teaching for the tests negatively.

2.70 State verifiable criteria which signal when the objective has been reached.

EXAMPLE: Evidence

At the end of the second reporting period, I will expect that 80% of the lowest scoring 20% will improve their overall period grades by an average of 15 percentage points.

At the end of the third reporting period, I will expect that 80% of the lowest scoring 20% will improve their overall period grades by an average of 15 percentage points.

I will also expect that at the end of the third reporting period that 80% of the lowest scoring students in my first period class will not improve their overall grades.

2.80 Joint and mutual agreement on the objectives, justification, steps, resources needed, and stated verifiable criteria are essential.

2.81 The organization wins because the employee is concretely planning and working toward achieving organizational goals. The superordinate's signature on the objective setting contract gives assurance that there has been concern for achieving organizational goals.

2.82 The employee wins because he or she has a major role in deciding how the results are to be achieved. The job role has been personalized, individualized.

The Progress Review Interviews

3.0 There should be two progress review interviews after the objective setting interview and before the annual review appraisal.

3.10 As preparation for the progress review interview, the subordinate should complete Form II, PROGRESS REVIEW, for each agreed upon objective. However, the "Suggestions" section should not be completed until after the meeting with the superordinate.

3.20 The major problems of these progress review meetings is to solve problems that may be blocking the achievement of the agreed upon objectives.

3.30 The superordinate should schedule the progress review meeting after he has had an opportunity to study the progress report.

3.40 The superordinate may need to play one or a combination of one or more roles in these review meetings.

3.41 When the subordinate needs and wants help, the superordinate serves as a helper - the subordinate owns the problem.

3.42 When the values, attitudes, and/or activities of the superordinate are getting in the way of the subordinate as he is attempting to achieve objectives, then the superordinate owns the problem.

3.43 During the progress review, the superordinate may find out that the subordinate is "bogging down" on the achievement of objectives. The subordinate may not be taking this assignment seriously. In these cases, the organization owns

the prob'em and the superordinate is responsible to see that corrective action is taken.

3.44 When suggestions for overcoming obstacles are mutually agreed upon and recorded, then both parties indicate their agreement by signing the progress review form.

The Annual Review Appraisal

4.0 At the end of the year, an annual review conference is held to review results obtained against the standards set. This review has two essential components.

4.10 Evidences of results are to be reported for each objective attempted. Again, the report form should be given to the superordinate before the interview conference is held. Since there have been several reviews, there should be no surprises at this final interview.

4.11 If the objectives have been met, then the discussion should focus on the implications which this has for the subordinate and his work as well as for the school and school system in general.

4.12 If the objectives have not been met, then attempts need to be made to find out why. Some possible reasons for the objectives not being met might be:

unrealistic objectives,
too many uncontrollable factors,
additional training is needed,
adequate support and resources could be lacking,
insufficient motivation.

4.20 The superordinate registers his appraisal of results obtained for each objective by making comments in the space provided on the interview form.

4.21 Comments can be evaluative, or non-evaluative as the superordinate desires. They are to be shared with the subordinate and he/she is asked to sign the form on which the comments are recorded.

4.30 Form III - Annual Review, can be used to make unit, school and system reports.

4.31 Summaries can be made of results in key result areas.

4.32 School, district, and system summaries can also be developed.

School _____ Person _____ Position _____

Review _____ Position _____ Date _____

Form 1 OBJECTIVE SETTING

No	*Area* - *Type**	Action Plans	Kinds of Evidence to Be Used to Demonstrate Measures of Satisfactory Achievement
	Objective -	*Steps and Dates to be Completed* -	
	Justification -	*Resources Needed* -	

**Types*
Routine
Problem Solving
Creative
Personal Development

Agreement Signatures _____

_____

School _____ Person _____ Position _____

Reviewer _____ Position _____ Date _____

Form II PROGRESSIVE REVIEW

No	*Area* - *Type** -	Measures of Progress Toward Achieving Objectives	Obstacles	Suggestions
	Objectives -			

**Types*
Routine
Problem Solving
Creative
Personal Development

Agreement Signatures _____

_____

School _____ Person _____ Position _____

Reviewer _____ Position _____ Date _____

Form III ANNUAL REVIEW

No	*Area* - *Type** -	Evidence of Results	Comments
	Objective -		

**Types*
Routine
Problem Solving
Creative
Personal Development

Agreement Signatures _____

Additional Comments _____

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MBO - Promises and Pitfalls

Management by objectives offers great promises for improvement. It is a technique which can be used to set and work towards the accomplishment of long term, intermediate, and annual goals and objectives. MBO can provide clear roadmaps for every member of the school organization No one in the organization escapes the responsibility and the help offered by MBO. Too often most improvement practices are aimed at only those on the bottom rungs of the organizational ladder. MBO works best when it starts with the board of eductaion.

It is a system of improvement rather than a reactive, punitive one. MBO is proactive. Since it is a proactive approach, it lends the results achieved to be used for extensive public relations programs. The public can be kept informed constantly about what is happening in the schools and, even more importantly, about the actual results of school efforts.

As with most tools, MBO can be misused. It is important to remind us all in closing of some MBO pitfalls. The major potential misuse of MBO is to attempt to use it as a technique to get rid of people. If a manager at any level tries to use MBO for this purpose, then the "cops and robbers" game will be played. In the "cops and robbers" game, everybody knows which side they are on, and right or wrong, a "cops and robbers" rule is "stick together and beat the members of the other team." In school administration, if we try to play the "cops and robbers" or the win-lose game, we must remember that there are more robbers than there are cops. Win-win games are synergistic and MBO provides the vehicle for harnessing everybody's energy to provide positive educational growth and development.

The writer has developed specific techniques to train school personnel to use win-win approaches in resolving conflict, in offering help to subordinates, and to be more effective in the superordinate's role of achieving objectives and following school policy.

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